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Chapter 4. Census Promotion Program

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Chapter 4. Census Promotion Program

INTRODUCTION

The main focus of the 1980 census promotion campaign was to inform the public, whose cooperation is essential to the success of any census, of the importance of achieving as complete a count as possible, and of the confidentiality of the information they provided on their census questionnaires. More specifically, it was aimed at encouraging persons to fill out their questionnaires and, in mail census areas, mail them back to the district offices. After Census Day, a campaign was undertaken to remind those who had not yet responded to the census that it was not too late to be counted.

This chapter will outline the main topics related to 1980 promotion, drawing upon the more detailed published report compiled by Dr. H. Naylor Fitzhugh,¹ which focuses on activities of the Census Promotion Office and the Advertising Council.

CENSUS PROMOTION OFFICE

In the late summer of 1978, the Bureau opened the Census Promotion Office (CPO) and gave it overall responsibility for designing and supervising 1980 census promotion efforts.² An experienced marketing expert was hired to head the office and 30 professionals in various fields relating to promotion were engaged over the next 2 years, including several who were detailed from the Bureau's Public Information Office (PIO).

The goals of the CPO were to:

1. Assist the Bureau in achieving at least an 80-percent mail-return rate.
2. Reach at least 90 percent of the U.S. population with its messages.
3. Obtain an estimated \$40 million worth of advertising exposure.
4. Evaluate the promotional effort, using an impartial outside agency to aid in Bureau appraisals of the program.
5. Prepare a written report to help guide future promotion efforts. (See "Results and Evaluation" section.)

The CPO worked closely with other Census Bureau units that undertook promotional activities. The Field Division was responsible for an extensive information network of public information coordinators and census information technicians, district office managers, community services specialists, and complete-count

committees. Their activities are described later in this chapter. The role of other Bureau units—Minority Status Program, Director's Office, etc.—are discussed in the Fitzhugh report.

One of the central questions confronting the 1980 census promotion campaign was whether to seek a congressional appropriation for the estimated \$40 million needed for paid advertising or to apply for a public-service campaign via the Advertising Council (the Ad Council). The decision to seek the latter was made in November 1977 and the Ad Council officially agreed to undertake the campaign in January 1978, before the CPO's inception.³

There was strong support for the paid advertising concept. Many people were concerned that in a voluntary or public-service campaign, the census advertising messages would not receive top priority and "prime time" exposure.

The Committee on National Statistics' Panel on Decennial Census Plans felt that the Census Bureau would be dependent on the willingness of the particular advertising agency chosen by the Ad Council to devote sufficient energy and resources to the campaign. If it paid for advertising, the Bureau could choose an advertising agency and control the content and quality of its output. Furthermore, with a public service campaign it might be difficult to concentrate promotion on groups most likely to be underenumerated, because the media serving minorities could least afford to carry free advertising.⁴

Despite this concern, the Bureau opted for the public-service approach for several reasons.

1. Since complete and accurate census data are important to the advertising media, the Ad Council viewed the 1980 census as a benefit to its business supporters and clients as well as an important public service.
2. Much of the census promotion effort was being conducted through voluntary organizations—especially those servicing minority communities. The Bureau could not ask these groups for voluntary support while paying the media for their time and space.
3. There was no assurance that Congress would appropriate money for a paid campaign, and valuable time could have been lost while waiting for congressional action.
4. Finally, even if advertising funds had been allocated, the Bureau would have had to spend a great deal of time in screening advertising agencies, and the selected agencies would have had to take much time and resist many pressures in choosing media.

¹U.S. Department of Commerce, Bureau of the Census. *1980 Census Promotion Program: Procedures, Results, and Recommendations*. Washington, DC, 1981. Two unpublished reports on field promotional activities were used to round out this chapter: William C. Matney and Raymond L. Bancroft, "The 1980 Census Public Information Field Network—Final Report," and Christine Williams, "History of the Complete Count Committee Program."

²The office was officially established in March 1979.

³The Advertising Council tested its promotion plans in the dress rehearsal census conducted in the Richmond, VA, area in 1978.

⁴National Academy of Sciences, *Counting the People in 1980: An Appraisal of Census Plans*. See ch. 2 for the Panel on Decennial Census Plans.

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Steps were instituted to overcome or offset the possible limitations of the public-service campaign. First, the media were reminded that census data are important to their operations. Second, the support of key media executives was enlisted. Third, media were encouraged to schedule census messages as close as possible to Census Day, when they would have maximum effect.

The CPO program also sought promotional support from sources other than the mass media. Many national organizations—social service groups, and business, trade, and professional associations—were solicited for help. Not only did they have a stake in accurate census data, but they also had the means of disseminating messages in support of the census through their publications and other channels of communications. A number of Federal and State agencies were also included in the CPO strategy because they, too, were interested in census data and had communications facilities.

Another important element of CPO strategy was to have the census message come from “fellow Americans” rather than from the Federal Government. Examples of this third-party support included newspaper articles, testimonials by noted personalities, and the creating of local complete-count committees.

THE ADVERTISING COUNCIL

The Advertising Council was organized in 1942 to disseminate messages to the American people in support of the World War II effort. The organization decided to continue in existence to provide publicity for deserving public service campaigns. The Census Bureau has benefited from the Council’s services in each census since 1950. For 1980, the Ad Council played a central coordinating, facilitating, and implementing role in the advertising campaign,⁵ which was a joint undertaking of the Census Bureau, the Council, a volunteer advertising agency, and a volunteer coordinator.

The Ad Council had primary responsibility for (1) selecting a major advertising agency (Ogilvy & Mather) to work on a voluntary basis for the 1980 census campaign, (2) obtaining commitments from print and broadcast media to carry census messages at no cost to the Bureau, (3) choosing a corporate executive to serve as volunteer coordinator, and (4) processing contracts with suppliers of products and services required for the campaign.

The Census Bureau’s direct costs were limited to the production of advertising materials; the provision of such services as photography, filming, and graphic art work; and a service charge for Ad Council office and processing operations. The Bureau did not have to pay for media time and space or for the services of the volunteer advertising agency or the volunteer coordinator. (See “Budget” app. C to this publication series.)

How the Advertising Council Campaign Was Structured

A. Client (Census Bureau) Responsibilities

1. Delineate marketing and communications objectives

⁵The 1980 promotional campaign was frequently referred to as “synergistic” because it involved three major types of promotion working together—advertising, public relations, and publicity—and several Bureau units, in addition to the Ad Council and the advertising agency. See p. 114 of the Fitzhugh report for the differences and similarities in advertising, public relations, and publicity.

2. Provide background data—technical, administrative, etc.
3. Present the history of previous campaign results
4. Review research bearing on the present problem
5. Establish the overall budget and approve the detailed budget
6. Pay production costs promptly
7. Approve agency copy and execution
8. Track and report campaign results
9. Promote the campaign via its field organization

B. Volunteer Coordinator

1. Provide expertise, counsel, and guidance
2. Properly direct advertising to achieve objectives
3. Preside at meetings and presentations
4. Develop letters for media mailings
5. Assist general campaign promotion and enhancement

C. Volunteer Advertising Agency

1. Conduct research
2. Develop creative strategy and rationale
3. Write the advertising
4. Test copy
5. Produce finished advertising
6. Bill clients for production costs

D. Advertising Council

1. Manage and coordinate overall effort
2. Check adherence to Council criteria and policies
3. Prepare detailed budget
4. Control media scheduling
5. Reproduce and distribute advertising to the media
6. Measure and report media coverage
7. Obtain copy clearances from client and volunteer coordinator
8. Arrange press releases and press conferences
9. Arrange necessary meetings and prepare progress reports

There were four distinct advertising campaigns. Two were addressed to the general public, one emphasizing the precensus message “Answer the Census—We’re Counting on You,” and the other carrying the postcensus slogan “It’s Not Too Late” (to mail back a questionnaire or respond to an enumerator). The third campaign was addressed to business persons, and a fourth was devoted to recruiting census enumerators.

The target for the general campaigns was all U.S. households, with minorities portrayed as mainstream Americans. The tone was to be positive and inviting, with special care taken to communicate the message that the census belongs to and serves the people. The census was to be portrayed as a tool for the wise allocation of resources, for getting help where it is needed.

The slogan adopted was “Answer the Census—We’re Counting on You,” with the related theme “Can We Count on You? You Can Count on Me.” The slogan was presented in such a way that it seemed to refer to neighbors and fellow citizens, not to the Census Bureau or to the Federal Government. Secondary messages stressed that the data collected in the census are not available anywhere else and that answers are kept confidential.

The objective of the business campaign was to convince business managers to encourage their employees and customers to answer the census. The target was owners and managers of

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business firms of various sizes, but particularly those of large firms. The message was that census data provide information that helps the manager's company and community.

The aim of the enumerator campaign was to convince eligible individuals to become 1980 census enumerators. The message was that census-taking is an important and interesting job that would enable one to earn extra money.

The Ad Council disseminated census materials to a wide variety of media: television and radio stations, newspapers, business and consumer magazines, and company publications. In addition, it distributed transit cards (placards for buses, subways, etc.) and posters. The materials included the following:

1. Television advertisements featuring the "Answer the Census" theme were produced in 60-, 30-, 20-, and 10-second segments in English and 60-, 30-, and 10-second segments in Spanish. The "It's Not Too Late" theme was executed in 30- and 10-second segments, in English only.
2. For radio, a series of 60-, 30-, 20-, and 10-second "Answer the Census" spots were recorded in English and Spanish, and in addition, "live" copy was provided to broadcasters. "It's Not Too Late" spots in 60-, 30-, 20-, and 10-second executions, in English only, were also prepared.

3. General-circulation magazines were sent a series of black and white "Answer the Census" and "It's Not Too Late" advertisements in reproducible form measuring 7"x10" and 2 1/4"x5".
4. Six 60-line and four 250-line newspaper advertisements featuring the theme "Answer the Census" were produced in English, as were two 60-line "It's Not Too Late" advertisements.
5. "Answer the Census" transit cards in English only were produced in six sizes and "It's Not Too Late" attachments were designed for use with the transit cards after April 1.
6. Outdoor posters with the message "Answer the Census" were produced in English, in four sizes: 60"x46", 42"x84", 16'4"x8'8" and 48'x14'. Posters were also produced in almost a dozen languages other than English.
7. The materials created for the business campaign consisted of black and white advertisements to be used in business magazines. The "Answer the Census" advertisements were 7"x10", 2"x5", and 2"x10".
8. Enumerator campaign materials were produced for the full range of media—magazines, newspapers, radio, television, outdoor posters, etc.

U.S. Department of Commerce
BUREAU OF THE CENSUS
Census Promotion Office
Washington, D.C. 20233

1980 CENSUS
COMPLETE COUNT COMMITTEE

**PRINTING
REPRODUCTION
PROOFS** for
• 1980 Census Poster
• 1980 Census Flyer

Here are reproduction proofs for two printed promotional items which your community's Complete Count Committee may wish to distribute to the public. AFTER YOUR PRINTER HAS INSERTED THE NAME OF YOUR COMMUNITY AND THE NAME OF YOUR COMPLETE COUNT COMMITTEE AND ITS MEMBERS AT THE PLACES INDICATED, these proofs can be used to make the printing plates needed to produce the finished pieces.

These proofs are designed to produce an 8 1/2" x 11" poster (printed on one side only) and a flyer (printed on both sides of an 8 1/2" x 11" sheet) which when folded twice will measure 3 1/2" by 8 1/2". It will easily fit into a regular No. 10 business envelope.

POSTER PRINTING SUGGESTIONS

On the next page is a repro for one-color printing only. However, your committee may want to use color paper in combination with black (or any other dark color) ink to present the impression of a two-color printing job. Of course, your committee may wish to use heavier paper or card stock for the poster.

Your printer must localize the poster by inserting the following items at the places indicated on the proof:

- A The name of your community, set in any of the following type faces: Helvetica Bold, News Gothic Bold, or Univers Bold.
- B The name of your Complete Count Committee, set in any of the following type faces: Helvetica Bold, News Gothic Bold, Univers Bold.
- C The following facts might be inserted at this point:
 - Names of Chairperson or Co-Chairpersons.
 - Address and telephone number for further information.The following type faces for this additional information might be used: Helvetica, News Gothic, or Univers Medium.

SUGGESTED TIMETABLE FOR DISTRIBUTION OF POSTERS AND FLYERS:
FEBRUARY AND MARCH 1980

(See inside for repro proofs and instructions for printing the flyer. The back page of this booklet features repro proofs of the official 1980 Census logo and slogan which your committee may wish to use on letterheads or other printed materials.)

Please turn page for poster repro proof →

1980 CENSUS LOGO AND SLOGAN

Complete Count Committee may have occasion to utilize 1980 Census logo and slogan on other articles, such as stationery. Repro proofs of these items which can be used by your printer. PLEASE USE THE LOGO AND SLOGAN ONLY AS PRESENTED HERE. THIS WILL PRESERVE THE CONSISTENCY OF THEIR USE WITH OTHER 1980 CENSUS PROMOTIONAL MATERIALS NATIONWIDE. THANK YOU.

We're counting on you.
Answer the census.
CENSUS'80

We're counting on you.
Answer the census.
CENSUS'80

We're counting on you.
Answer the census.
CENSUS'80

We're counting on you.
Answer the census.
CENSUS'80

We're counting on you.
Answer the census.
CENSUS'80

We're counting on you.
Answer the census.
CENSUS'80

We're counting on you.
Answer the census.
CENSUS'80

We're counting on you.
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CENSUS'80

We're counting on you.
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CENSUS'80

We're counting on you.
Answer the census.
CENSUS'80

We're counting on you.
Answer the census.
CENSUS'80

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How to make these work for you

Land and Water Conservation
Community Action
Unemployment Insurance
Alcohol and Drug Abuse Programs
Headstart
Water Resources Planning
Vocational Rehabilitation
Health Services
Employment and Training Programs
Agriculture Research
Student Loans
Highway Safety
Mental Health Centers
Community Colleges
Handicapped Children Programs
Federal Aid to Highway Systems

Answer the Census.
We're counting on you.

CENSUS '80
A Public Service of This Magazine &
The Advertising Council

CENSUS '80 CAMPAIGN
MAGAZINE AD NO. CEN-3318-80
2 1/4" x 5" (110 Screen) CM
SPEC. 11/79

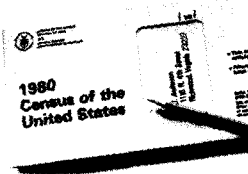
RUN THIS AD THROUGH
APRIL 1, 1980, ONLY.

We're counting on you.

You, the people. That's what the Census has been about since the first one was taken in 1790.

Now, the Census is helping people more than ever by providing information needed to allocate funds for jobs, schools, hospitals, parks and much more. Your answers also assure your area of equal representation in Congress.

All answers are kept confidential by law.



Answer the Census.

CENSUS '80
A Public Service of This Magazine &
The Advertising Council

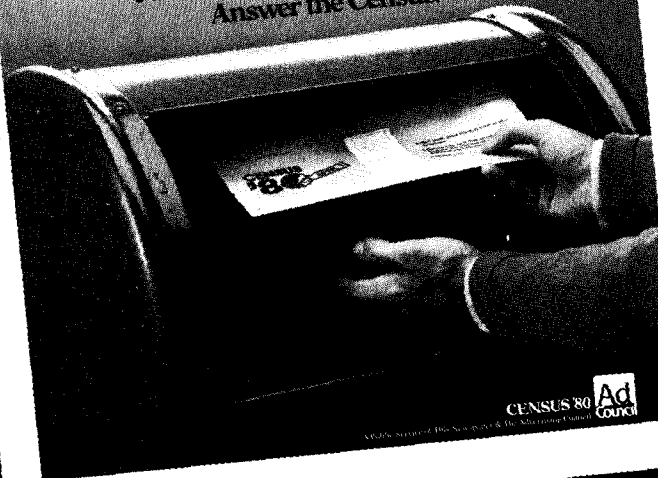
CENSUS '80 CAMPAIGN
MAGAZINE AD NO. CEN-3322-80
2 1/4" x 5" (110 Screen) CM
SPEC. 11/79

RUN THIS AD THROUGH
APRIL 1, 1980, ONLY.

It's not too late

It's not too late to help your community
get the funds it needs.
It's not too late to answer the Census.

We're counting on you.
Answer the Census.



CENSUS '80 CAMPAIGN
NEWSPAPER AD NO. CEN-80-205(A)-4 COL.

SPECIAL MEDIA SUPPORT AND CONTACTS

Broadcasters Census Committee of Eighty

In the fall of 1979, the CPO and the Office of the Secretary of Commerce organized an *ad hoc* Broadcasters Census Committee of Eighty (1980 and 80 members) to support and supplement the media contacts of the Ad Council. The Committee was composed of leading owners and managers of broadcasting stations throughout the United States, including influential minority broadcasters. The primary concern of the Committee was to help obtain a complete count by seeing that census messages were aired during prime time (when there are large audiences).

The total number of stations involved in this undertaking, counting those belonging to or affiliated with the 80 broadcasters, was over 400. From October 1979 to March 1980, the Committee members spoke at State broadcasting association meetings and arranged local meetings of broadcasters.

Although Committee members were generally associated with commercial stations, support was also obtained from public broadcasters.

4-6 HISTORY

Contacts With Minority Media Organizations

Special activities were undertaken to gain the maximum possible exposure through minority media. Support was solicited from various associations or organizations of Hispanic broadcasters, including: Latinos in Communication, Southwest Spanish Broadcasters Association, Spanish International Network, National Association of Spanish Broadcasters, and Latinos in Public Broadcasting. The Spanish International Network, which had affiliated stations in 16 cities, sponsored a nationwide live telecast on April 5, 1980. The show featured many well known Hispanic entertainment personalities, political leaders, and other celebrities and was aimed at helping Spanish-speaking persons to complete the census form.

A number of Black media (including electronic and print) organizations were also contacted for assistance: National Association of Black Owned Broadcasters, Black Media Coalition, National Newspaper Publishers Association, Black Media, Inc., Capital Press Club, and National Association of Media Women.

There were no national organizations for the Asian and Pacific Islander media, so contacts were concentrated on regional and

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local media groups, individuals, community organizations, and refugee assistance centers.



Robert White
President
National Association of Postal and
Federal Employees

"If we work together and make sure that each one of us is counted and then go one step further and convince a friend, our presence in America will be more than felt. It will have to be reckoned with."



Eddie Williams
President
Joint Center for
Political Studies

"The census is especially critical to the welfare of minority Americans whose unique status and needs are often determined by their population characteristics. . . . So, let's all join the Census '80 Crusade. Insist on being counted."

Hon. Henry Marsh, Mayor
City of Richmond, Virginia

"Nothing is more important than answering the 1980 census. Your response can be the lifeline to revitalizing our communities."

Percy Sutton, Chairman of the Board
Inner City Broadcasting Co.
Former President, Borough of Manhattan

"As we strive for the goals of affirmative action and full equality, let us be sure that we use every available tool in the attainment of these objectives. When you answer the census on April 1, 1980, you are counting yourself in for a piece of the action. I urge you to spread the word. Answer the census."



Sugar Ray Leonard
WBC Welterweight
Champion

"The census is important to all of us because it shows where our communities need help. . . . for things like new schools, job programs, day care centers, all sorts of things. That's why I'm answering the 1980 census."

Franco Harris, Pittsburgh Steelers

"The census shows where your community. . . and mine. . . need help. Like new schools, help for handicapped kids, aid for senior citizens. Make sure you count in America's future. Answer the census April 1st. I'm going to."

Lou Brock, St. Louis Cardinals

"I'm concerned about my family's privacy. I found out that the answers to the census are kept absolutely secret by law. So answer the census April 1. I'm going to."

Elvin Hayes, Washington Bullets

"An accurate census count is important to all of us and our communities. A lot of people are afraid their answers may be used against them. I checked it out. Your answers and mine are kept in complete confidence, by law."

Here's How To Be Counted!

Your 1980 census form will be mailed to your home on March 28. Answer all the questions. Depending on the instructions, either mail it back on April 1 or keep your answered form until a census taker picks it up.

For Assistance

Your census form will have a mailing label on it. In the label is a telephone number you can call for assistance of any kind dealing with the census. Don't hesitate to call!

Answer the Census April 1, 1980



Benjamin Hooks
Executive Director
NAACP

"It is the constitutional right of everyone to be counted in this important census, to be included in the statistics that will be used to determine people's needs and to plan governmental services for our communities."

U.S. Department of Commerce
BUREAU OF THE CENSUS D-761

MAJOR CENSUS PROMOTION OFFICE PROJECTS

Service Organizations

The CPO encouraged influential service organizations to use their communications facilities for promoting the census, and tried to persuade them either to publish census materials or to develop messages themselves, to have their national conventions endorse the census, or to undertake any other actions supportive of the census.⁶

The national organizations program was launched in mid-July 1979. Lists of major organizations were obtained and screened. Beginning in late July 1979 personal visits were made to those based in Washington, D.C. In early November 1979, an informa-

⁶The CPO's national organization effort was directed at nonminority groups. Contacts with minority organizations were handled through the Bureau's Minority Statistics Program.

tional package was mailed to the headquarters of 75 national groups. As a result of the contacts and mailing, several organizations developed special census campaigns. For example: the American Federation of Labor-Congress of Industrial Organizations (AFL-CIO) endorsed the census in its November 1979 national convention; conducted a special mailing, using census materials, to its 1,800 regional affiliates; had articles inserted in labor publications; and had union officials participate in an interview with the Director of the Census Bureau that was aired on 300 radio stations. The American Hospital Association, using CPO materials, designed a campaign for staff and patients of 2,000 hospitals.

Arrangements were also made with the Boy Scouts of America to engage a large portion of its 85,000 units and over 2 million scouts in the door-to-door distribution of some 30 million special census flyers. The Census Bureau shipped varying quantities of the flyer to approximately 1,200 addresses provided by the Boy

Scouts. Adult leaders then supervised the breakdown of each shipment into smaller quantities for individual youth members to deliver on the weekends during March 1980, just before Census Day.

In total, over 600 national associations responded to the Bureau's request for support.



Trade Associations and Business Firms

The CPO also approached trade associations and business firms to obtain the use of their resources for communicating with employees, customers, distributors, dealers, and the general public. Trade associations were asked to encourage their member firms to combine the promotion of the census with their own marketing, advertising, public relations, and employee relations activities.

Cooperation had been obtained prior to the fall of 1979 from the fast food, grocery, and dairy industries. During this period, some calendar manufacturers also had consented to add the words "Census Day" in the April 1 box on their 1980 calendars.

As a result of this project, many businesses, associations, and firms lent important assistance to the census effort. The American Society of Association Executives conducted a special mailing to 8,000 member organizations, published census articles in its newsletter, and held a Washington briefing for 200 representatives of member organizations conducted by the Director and other Census Bureau officials. The Food Marketing Institute mailed 1980 census materials to its 950 members, asking them to (a) permit census representatives to display posters and other promotional materials, (b) encourage employees and customers to read the materials, and (c) carry census messages in their advertising and on their grocery bags. The Institute also included an article in its March 1980 newsletter reminding members to support the promotional effort. A major accomplishment was the participation of the Nation's top five grocery chains. As just one example, Safeway printed a census message on over 13 million cartons of milk sold during the last 2 weeks of March 1980.

Typical of the cooperation from retail establishments was the Sears, Roebuck, and Co. census reminder printed on more than 25 million March 1980 billings. The Goodyear blimp flashed census messages over Los Angeles, Houston, and Miami for a 1-month period. The General Cinema Corporation, the Nation's largest movie theater chain, showed a 10-second public service announcement in its theaters from March 21 to April 3, 1980.

Congressional Media Campaign

The basic objective of the congressional media campaign was to gain the cooperation of the 435 Representatives and the 100 Senators in educating their constituents about the census through their established media channels or other channels available to them. Members of Congress provided third-party validation in carrying the census message and provided an important means in generating attention at the local level.

The CPO worked through the congressional press secretaries to accomplish the following:

1. Direct dissemination of information regarding the census via print and broadcast communications channels that individual members had already established—newsletters, speeches, newspaper columns, or press releases.
2. Establishment of a referral point for hometown or Washington-based local reporters who might be considering doing a census story.
3. Provision of support in handling the additional constituent and media pressures brought on by the census.
4. Taping of radio and television appearances by members in support of the census, particularly for the weekend before Census Day—March 29-30, 1980. This was the most important goal of the congressional media campaign, because it was believed that broadcasters, particularly radio, reach those persons who are not frequently exposed to printed publications and who are also more likely to be undercounted.

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In June 1979, questionnaires were mailed to the press secretaries in each congressional office with the primary purpose of eliciting their information requirements relating to the 1980 census. The results of this mailout confirmed the need for materials such as those already being prepared. Promotional kits (see "Information Kits") were hand-delivered to the congressional offices between mid-November 1979 and January 1980. Standard texts went into each kit at the time of distribution, and specialized materials were offered to the press aide depending upon the character of the member's constituency, e.g., whether his/her district contained a significant proportion of Black, Hispanic, or rural Americans.

Three form letters for responding to constituents were also prepared for use by the congressional offices: one dealt with the census in general, another with the minority undercount problem, and the third with confidentiality. Other mailouts to the offices consisted of brochures, factsheets, and public service announcement scripts.

Two congressional staff briefings were also conducted: one, in late February 1980, for congressional aides who worked in local offices and another in mid-March for Washington-based staff people.

As a result of these contacts, more than half of the Senators and Representatives undertook some kind of promotion activity on behalf of the 1980 census. A postcensus mailing to their offices drew responses from just over half of the Members, and indicated that the following activities had been undertaken.

- 17 million households mailed information on the census
- 44 radio and television shows produced and most aired in every station in the Member's district or State

- 72 editorial columns issued
- 48 public service announcements and 28 radio news spots taped and distributed
- 55 press releases issued

Other Federal Agencies

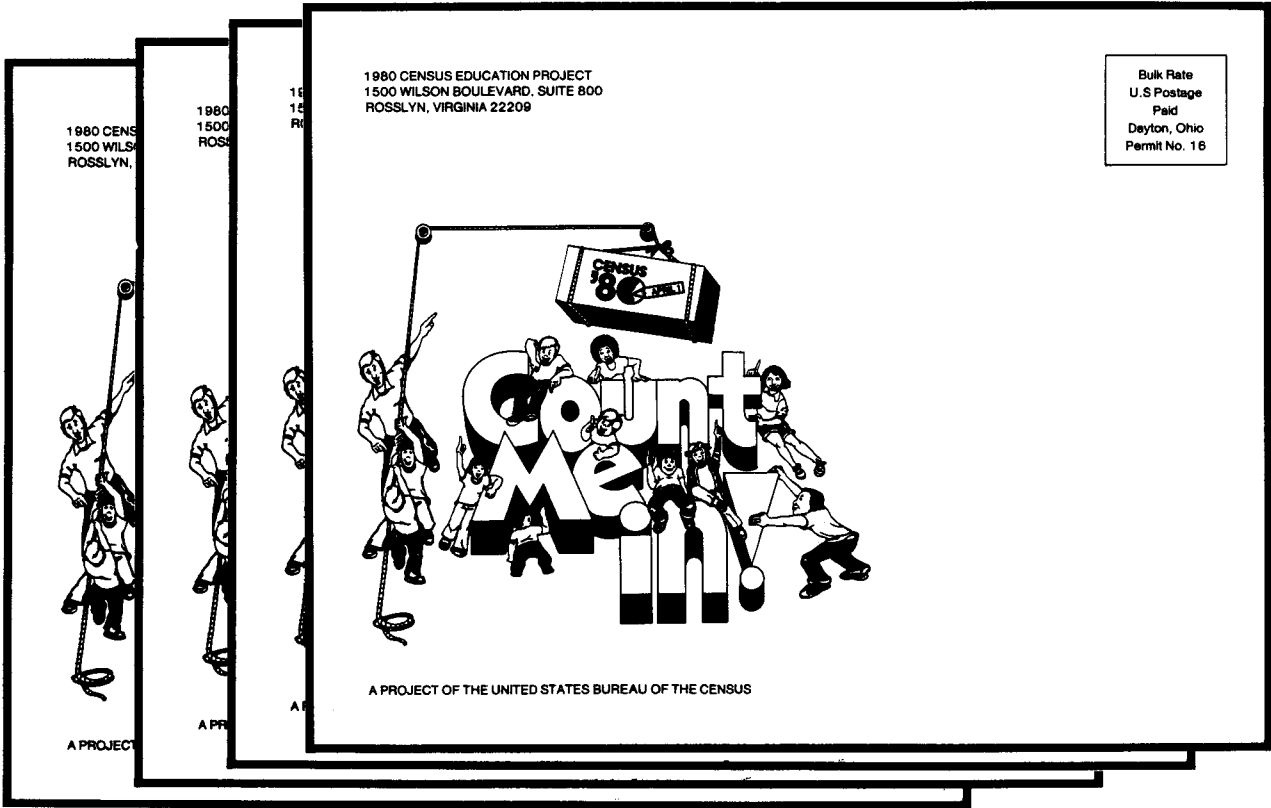
Efforts by the Census Bureau to obtain promotional support from other Federal Government agencies were predicated upon the fact that (1) the agencies depend on census data in the design and planning of their operations, and (2) they have large constituencies (both clients and employees) to whom the agency's support of the census would be viewed as dependable third-party validation. The Bureau requested that the agencies put census support messages in newsletters, bulletin boards, speeches, broadcasts, envelope inserts, etc.

Help was received from a number of agencies including the Executive Office of the President, the U.S. Postal Service, the Social Security Administration, the Office of Management and Budget, and the Departments of Agriculture, Health and Human Services, Defense, Justice, and the Treasury. One of the major activities was the inclusion of a census message in some 40 million social security checks mailed out in March 1980 at no cost to the Bureau.

School Project

President Carter issued a proclamation urging public support of the census and emphasizing the confidentiality of the information provided. (See ch. 1 for a facsimile.)

The school project was aimed at creating awareness of the census among students in grades 4 through 12 and their families.



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With the younger children, the goal was to involve parents and other family members through take-home assignments. For teenagers, there was an additional aim: in many households where adults encountered language or other reading difficulties, the goal was to involve the older school children in actually filling the questionnaires. It was also expected that teachers would support the census and that their influence could reach well beyond the classroom into their other community activities.

In January 1980, curriculum packages were mailed to each of 106,500 schools in the country. The elementary school package contained reproduction masters for four lesson activities for grades 4-6. The secondary school package contained eight lessons for grades 7-12. About 17,000 schools received both kits, requiring the distribution of a total of 123,500 kits. In addition to the lesson masters, each kit also contained two census posters and a letter from the Director of the Census Bureau.

An additional 1,000 sets of both the elementary and secondary kits were produced on high-grade reproducible paper, and were used to supplement the mailing of regular kits for use in schools or school systems where reproduction facilities were available. Three thousand sets of the elementary and secondary lessons were also developed in Spanish and were distributed upon request.

The mailout of kits was preceded and accompanied by a limited number of promotional activities, including national press releases in June 1979 and January 1980, personal contacts with key education officials, and media events such as the Director of the Census Bureau's teaching an elementary school class in the District of Columbia.

The school materials reached an audience estimated at about 10 million students.

Local Projects

In June 1979, the CPO sent letters to the more than 300 census statistical area key persons asking them if they could spare time during the following year to help the Bureau in its 1980 census promotion effort. A key person was generally a city or county planning official who served, without remuneration, as a liaison between the Bureau and a local census statistical area committee—a group that worked with the Census Bureau in defining small areas, such as tracts, neighborhoods, etc., within each metropolitan area.

By early October 1979, more than 90 percent of the key persons had indicated they would participate. Various materials were sent to them in three separate mailings beginning in mid-October, including model speeches suitable for delivery to general audiences. Shortly after Census Day, a note was mailed to key persons urging them to continue to give speeches, interviews, etc., for a while longer. The amount of activity undertaken by key persons varied. The Macomb County, MI, Planning Commission was one of the most active units. It reprinted and distributed 3,000 census posters to banks, stores, restaurants, schools, and libraries. It also developed an 8-page tabloid dealing exclusively with the local significance of the census and mailed it to each of the 225,000 households in the county.

Another localized project involved sending flyers, suitable for reproduction and posting on bulletin boards, to each police chief and sheriff in the United States. The flyer detailed Bureau plans for sending enumerators into the field and showed how official

workers could be identified. It was designed to reduce the problem of unauthorized persons impersonating census workers.

Celebrity Public Service Announcements (PSA's)

The CPO engineered the production of some 44 PSA's by celebrities who contributed their time, endorsing the census and urging audience cooperation. The popularity of the celebrities was counted upon to ensure interest in the materials and messages. These featured the Director of the Census Bureau, the First Lady (Mrs. Rosalyn Carter), a star of "Star Trek" (George Takei), National Football League players (Efren Herrera, Franco Harris, and Roger Staubach), baseball stars Lou Brock and Luis Tiant, golfer Chi Chi Rodriguez, tennis professional Martina Navratilova, boxing champion Sugar Ray Leonard, and basketball players Pete Maravich and Elvin Hayes.

These celebrities recorded television and radio postcensus "It's Not Too Late" as well as precensus "Answer the Census" messages. Bilingual stars taped segments in their other language. In many cases, the personalities granted the use of their homes for the filming.

Census Film and Slide Show

A 10-minute promotional film, entitled "Everyone Counts," was produced for use by the media and at meetings, presentations, school classes, etc. The film was aimed at a wide variety of audiences and it was hoped that it would stimulate a high mail-return rate. As with other promotional materials, a conscious effort was made to include Blacks, Hispanics, and Asians in the scenes. In order to cater to Spanish-language theater and other audiences, a Spanish-language soundtrack was developed. While there was no film specifically for Black audiences, Black-oriented audio-visual materials had been produced by other Bureau units, such as the Community Services Program. Three hundred prints (270 English and 30 Spanish) of the film were produced in 35mm format and distributed as a short subject to movie distributors throughout the country; it is estimated that over 2 million persons saw the film. Six hundred 16mm copies were distributed to the 409 census district offices and the 12 regional offices for use by the district office managers, census information technicians, community services specialists, and complete-count committees.

A 35mm slide show also was produced for use by regional and district office personnel who made hundreds of presentations to community groups.

Information Kits

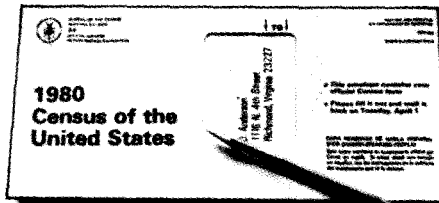
The basic vehicle for regular mass-media contacts was the information kit or press kit, occasionally distributed at press conferences, but more frequently via the mails. The materials for the kits were tailored to the special needs and interests of the different print and broadcast media.

CPO prepared kits for daily and weekly newspapers (10,500), television stations (1,200), radio stations (7,000), national magazines (44,000), corporate executive officers (1,300), census statistical area key persons (1,000), plus Members of Congress (535) and other types of organizations. The newspaper, television, and radio kits were produced in versions for general

CENSUS

"LIVING MAP"

Public Service Announcements available in :60, :30, :20, :10 lengths on 16mm film



RUN THROUGH
APRIL 1, 1980, ONLY.

60 SECONDS



SOLOIST: *In eighty million mailboxes 'cross the U.S.A.*
CHORUS: *The Census is a' comin' to help us*



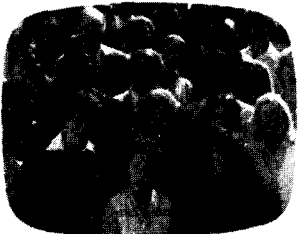
plan the way. To show us where we're going, so that we can understand...



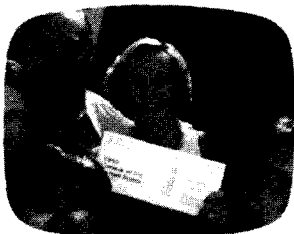
What's needed for the future -- the future of our land. Can we count on you?



MALE: *You can count on me.*



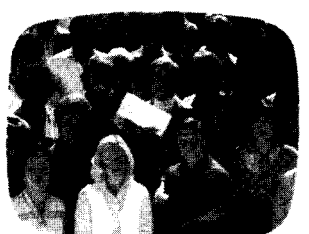
CHORUS: *Can we count on you?*



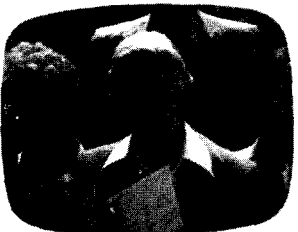
TIPPI HEDREN: *You can count on me.*



KIRK DOUGLAS: *Help your community get equal government representation and help show where*



funds are needed for jobs, schools, health care, and more. Answer the 1980 Census.



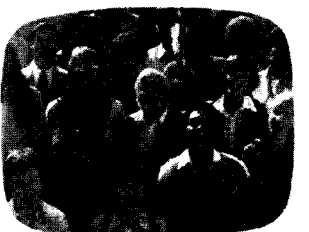
PATRICK O'NEAL: *And all your answers are kept confidential by law.*



CHORUS: *Can we count on you?*



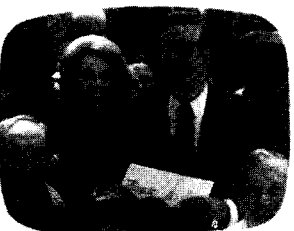
YOUNG MALE: *You can count on me.*



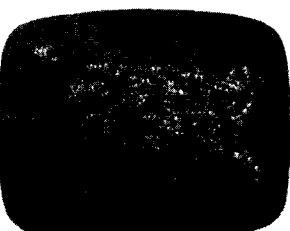
CHORUS: *Can we count on you?*



MICKEY MOUSE: *You can count on me.*



STEVE ALLEN, JAYNE MEADOWS, & CHORUS: *And together we will see each other through--*



Answer the Census, we're counting on you.



Answer the Census. We're counting on you.

A Public Service Campaign of The Advertising Council.

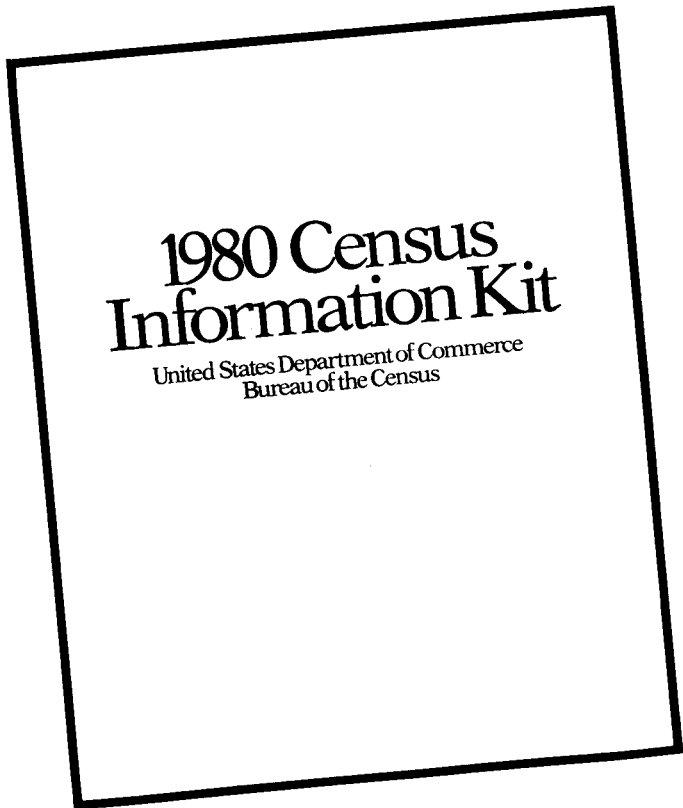
Volunteer Agency: Ogilvy & Mather, Inc.
CNBC-0160/0130/0230/0120/0110/0120

Volunteer Coordinator: Norman Sylvester, Pepsi Cola Company



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audiences and minority groups—Black, Hispanic, Native American, and Asian and Pacific Islander.



Three major press conferences were held prior to Census Day. At the first, in Washington in the summer of 1979, the overall census plans were announced. At two held in January 1980 in New York and Los Angeles, in concert with the Ad Council, the media were briefed on the advertising campaign and materials

and the Council's role. The timing of these two conferences was critical to alert the media to the materials that would be coming to them for public-service use and to lay the groundwork for future stories.

Census Cartoons

In October 1979, CPO began to contact, through the Newspaper Comics Council, 75 of the top cartoonists in the country to request them to develop editorial cartoons or cartoon strips. At least half of the artists contacted complied with the request, many employing either humor or irony in calling attention to the census.

FIELD PROMOTION

Field Public Information Network

Public information coordinators and census information technicians—A staff of 40–12 public information coordinators (PIC's) and 28 census information technicians (CIT's)—worked with the regional office and district office staffs to coordinate field public relations and information activities during the 1980 census.⁷

A special unit in the Bureau's Field Division (headed by a census information coordinator) worked in liaison with the CPO, the PIO, and the regional offices, and had overall responsibility for the work of the PIC's and CIT's. The CPO established a similar position (called CPO Field Operations Supervisor) to coordinate the development of an operational plan, produce and disseminate materials, and design a training program for PIC's and CIT's.

One PIC was assigned to each of the Bureau's 12 regional census centers and worked under the direct supervision of the regional census manager. The CIT's, who were supervised by

⁷In 1970 there were nine public information officers in the field; and in 1960, there were only three.



Chapter 4. Census Promotion Program

the PIC's, were deployed in census district offices, generally in key urban areas. They had responsibility for public information activities for several district offices at once.

PIC's and CIT's, all of whom had previous public-relations or media experience, were hired between July and December 1979. PIC's were given a 5-day training workshop at Bureau headquarters in early September 1979. CIT's received preliminary instruction in the regional census centers and then were given a 3-day training session at headquarters in late November 1979, or in late January 1980, for those hired last.

The main responsibilities of the PIC's were:

- Supervise the activities of the CIT's.
- Serve as public relations advisers to the regional directors, regional census managers, and their top staff, or to the Director or other headquarters officials visiting the regions. The PIC's were to give advice on potential publicity pitfalls or benefits from particular Census Bureau actions, and also brief regional and district office staff members before they appeared on radio or television talk shows or gave newspaper or magazine interviews.
- Coordinate press relations and other information activities with the Community Services Program coordinator and data user services officer (now information services specialist) in the regional office and assist the community services specialists in dealings with the minority news media.

Duties assigned to both PIC's and CIT's were:

- Maintain personal contact with key reporters, editors, news directors, etc., of major news media throughout the region. Suggest story, feature, or program ideas, provide background information on the census, recommend Bureau officials and others in the community for interviews and talk show appearances. Obtain editorial support from, answer queries from, and arrange for interviews or press conferences with, the news media.
- Prepare press releases, speeches, and other written materials for use in the 1980 census promotion activities. There were times when special press releases, spot announcements for radio and television, speeches, and copy for brochures or posters had to be prepared in the field. The PIC's and CIT's provided this service at the request of either the regional census center staff or the district office managers. In most cases, model press releases, speeches, or brochure copy were provided by the Census Promotion Office for use by the PIC's, CIT's, and district office managers, who then localized the promotional messages.
- Work closely with other public information/public relations officials in the region, such as those employed by State and local governments, organizations with an interest in supporting the census, and major employers.
- Appear on radio and television to talk about the census when other Bureau officials were not available.
- Assist in publicizing the Bureau's recruiting needs.
- Prepare regular activity reports on public information activities throughout the region for use by regional office and headquarters staff.
- Serve as an adviser and coordinator to the complete-count committees, National Football League (NFL) project, and other publicity programs. In the NFL project, 63 players were recruited and trained as Census Bureau public affairs represen-

tatives to join PIC's, CIT's and Community Services Specialists in public appearances in areas where the individual players were well known and where they would have greatest impact in encouraging support for the census.

In addition to generating positive publicity about the census, the PIC's, CIT's, and regional and district office staffs had to deal with the usual public-relations problems that could arise in such a massive field operation: allegations of mismanagement by disgruntled district office workers, complaints about the use of

District office managers—Most district office managers spent a great deal of time in the public spotlight because news reporters focused on them as the chief Bureau spokespersons in their local areas. In many cases, the PIC's and CIT's maintained close contact with the district managers and coordinated their promotion activities. Since many of the managers had had little experience with the media, the PIC's and CIT's offered valuable advice on ways to deal with the press.

CPO provided a package of promotional materials to each district manager. Included were media mailing labels, press releases, public service announcements for radio and television, and other suggested announcements and letters. Many managers held "open houses" in February 1980 for the press, local officials, complete-count committee members, and civic leaders. (For more on the role of the district office managers, see ch. 5.)

Community Services Specialists

The community services specialists (CSS's) developed and maintained communication with minority groups and influential individuals at the regional, State, and local levels. Contacts were made with local leaders, minority news media, and institutions that could influence persons who might not ordinarily be counted in the census.

The 200 specialists sought to obtain the trust and active cooperation of such groups and individuals and to convince them of the confidentiality of the information they furnished. The CSS's also endeavored to make them aware of the advantages of being included in the census, to inform them about Bureau data useful to them and explain their uses, and to enlist their help in recruiting census district office and field staff.

Complete-Count Committees

At the invitation of the Census Bureau, more than 4,000 complete-count committees were organized by local jurisdictions throughout the country in an effort to generate local promotion of the census. The 1980 census complete-count committee program was built on the experience in the 1970 census with a "correct count" committee in Detroit, MI. The purpose of the Detroit committee was to educate citizens on the importance and benefits to their community of having as complete a count as possible, and it is believed that the committee was effective in generating public support.

Chapter 4. Census Promotion Program

The complete-count committee concept was tried in 1980 census planning, and groups were formed in the tests in Camden, NJ, and Oakland, CA, and in the dress rehearsals in Richmond, VA, and lower Manhattan, NY. These experiences supported the belief that complete-count committees should be organized for the 1980 census, and that to be effective, the committees should be representative of the various segments of the communities and become functional at least several months prior to Census Day.

Once the decision was made to implement the complete-count committee program, intensive planning was undertaken in 1978 and 1979. One major decision concerned the scope of Bureau involvement in the program. Given a limited budget, the Bureau decided to restrict its staff support and the amount of material aid it could give the committees. The staffing structure consisted of 1 coordinator at headquarters and 23 complete-count committee technicians, or an average of 2 per region, under Field Division supervision.

Three levels of support were developed. Cities with 500,000 or more people were to receive direct technical assistance. One regional technician was assigned as liaison to each of these large cities. Although cities in the 100,000 to 500,000 population range and counties with 250,000 or more people were not to receive direct technical support, technicians were to telephone each of these governments to explain further the program and answer any questions throughout the census period. No personal or telephone contacts were to be initiated by Bureau personnel with the other entities, but any inquiries received by the regional census centers (RCC's) were answered.

In practice, the technicians made every effort to be responsive to all localities, regardless of size. These people, many of whom simultaneously held other jobs in the RCC's, were hired in the period from August to November 1979, and were given a 4-day training session in Alexandria, VA, in November.

With regard to providing materials to the complete-count committees, the Bureau tried to confine its support to giving them a kit of reproducible promotion materials, and depended on the localities to find their own resources to fund the publicity efforts. Wherever possible the Bureau did provide quantities of posters, flyers, etc., but its ability to do so was limited.

In October and November 1979, each of some 39,000 localities (or revenue-sharing entities) was mailed a background package. This package contained: (1) an introductory letter from the Director explaining the complete-count committee concept, the timing and availability of promotional materials, and the degree of support that the Bureau would provide; (2) a set of guidelines further explaining the purpose and functions of the committees; (3) a letter from the Labor Department explaining that CETA (Comprehensive Education and Training Act) workers could be used in the program; (4) a sample press release for use when a committee was established; (5) a sample proclamation for use by a community's elected council (or similar body) urging public support of the census; and (6) reproducible proofs of a census poster, flyer, slogans, and logos. The highest elected officials in the localities were asked to indicate on an enclosed response form whether they intended to form a committee. These forms were returned to Jeffersonville, IN, and each regional census center was subsequently informed of the type and quantity of responses received.

By the end of December 1979, responses to the mailout indicated that about 2,600 committees had been or were being formed, and this number increased to 3,600 by the end of January 1980 and to 4,000 by the middle of March, 2 weeks prior to Census Day. The areas covered ranged across the entire spectrum of population size, from the largest cities to the smallest incorporated places.

A second informational package was mailed to the participating localities in February 1980. This package contained information for contacting the technicians, further reproducible materials, and other background information. The work of the complete-count committees involved two phases, preCensus Day and post-Census Day. Prior to April 1, effort was directed at getting people to respond to the census by mailing back the questionnaires they were to receive on March 28. After Census Day, the emphasis was on informing the public that it was not too late to mail in their questionnaires if they had not done so and on publicizing the "Were You Counted?" theme.

Following are some of the pre-Census Day activities undertaken by complete-count committees.⁸

- Mayoral or council proclamations urging support for the census.
- Distribution of materials to selected groups asking support for the census, e.g., major business employees and clients, city or county employees, welfare recipients, social service organizations, churches, teachers, etc.
- Arrangements with local media to carry census messages, some of which were tailored by the complete-count committees to the localities.
- Imprinting of census slogans on commercial products.
- Workshops to familiarize key community leaders with the census operations and questionnaires.
- Envelope stuffers in utility bills, welfare checks, city employee checks, etc.
- Panel discussions at local high schools.
- Placement of census posters in business establishments and widespread distribution of census promotional flyers, sometimes using CETA workers.
- Creation of local "celebrity" PSA's.
- Parades, contests, picnics, and "fun" runs.

"Were You Counted?" Campaign

The CIT's and district managers were responsible for obtaining support from local newspapers in carrying "Were You Counted?" advertisements. These were available in 33 languages and were run, generally, after the completion of followup enumeration. The purpose of the "Were You Counted?" campaign was to give those persons who believed they had not yet been counted in the census an opportunity to be counted. The form, reproducible copies of which were provided to the newspapers, asked for the name and address of the householder and for basic characteristics (name, relationship, sex, race, age, marital status, and Spanish-origin) of household members who might have been missed.

⁸For more detail see Christine Williams, "History of the Complete Count Committee Program."

The householders were to cut out the form, fill it in, and mail it to the local census office, the address for which was displayed on the form. When "Were You Counted?" forms were received in the district office, clerks checked to see whether the persons named had already been counted, and if not, they were added to the census. (See ch. 5 for more information.)

Community services representatives distributed copies of the "Were You Counted?" forms to community organizations and quantities were also made available for distribution by local governments and complete-count committees.

RESULTS AND EVALUATION

The promotion campaign helped make the 1980 census a major news story for all media. In addition, the PSA's prepared by the Ad Council and the Bureau were widely used and added another dimension to the efforts to gain public cooperation.

One goal of the promotion campaign was to encourage respondents to mail back their questionnaires to the census district offices, thus reducing costly field followup activities. The target was an 80-percent mail return, and, as mentioned in chapter 1, the actual rate was 83.3 percent.

The Ad Council commissioned two independent evaluations of the results of the 1980 advertising campaign. The first, "An Evaluation of the Public Service Advertising for the 1980 Census," by Vitt Media International, Inc., was issued in December 1980. This study placed the value of the donated advertising time and space at nearly \$38 million.

The following shows the advertising dollar values received from various media ("spot" segments are those run on an individual station as opposed to an entire network).

Medium	Value (dollars)
Total	37,990,000
Spot radio	15,700,000
Network television	8,095,000
Spot television	6,100,000
Spanish-language media	3,700,000
Transit companies	1,100,000
Consumer magazines	1,055,000
Outdoor posters	550,000
Daily newspapers	520,000
Black media	500,000
Weekly newspapers	410,000
Network radio	160,000
Trade magazines	100,000

The Vitt report estimated that this advertising resulted in an average of 100 exposures to census messages for each person in the United States from one media source or another between January and June 1980. For that 6-month period, the value of the census campaign was exceeded by only 2 of the Nation's 10 largest brand-name advertisers.

The Vitt report also pointed to the impact of "unmeasurable" media exposure or the "plus factor." The "plus factor" consisted of exposure from newscasts, interviews, and special programs on radio and television; news stories, articles, and features in newspapers and magazines; support in service-organization and trade publications, bulletin boards, employee publications, and paycheck and billing inserts; etc.

Three efforts were undertaken to evaluate the impact of this "unmeasurable" exposure in the minority media: (1) a study by Media Associates, a firm of minority media specialists, covered

77 Black and Hispanic radio stations in 18 selected cities, (2) a CPO review of articles and editorials that appeared in 19 Black weeklies, and (3) CPO telephone interviews of radio, television, and print media directed to Hispanic audiences.

One finding of the Media Associates study was that practically every radio station surveyed ran census-related PSA's, about half aired talk shows or news stories, and smaller percentages carried guest interviews, disc jockey comments, call-in shows, or editorials. The survey of Black weeklies found an impressive level of support, both in the numbers of census stories, editorials, and cartoons, and in their size and placement. The telephone interviews of Hispanic media also found extensive support for the census.⁹

As part of its regular 1980 census research and evaluation program, the Census Bureau designed a "Knowledge, Attitude, and Practices (KAP)" study and an "Exposure" study. The work of designing and selecting the samples and conducting interviews was contracted out to private research companies in both cases; processing and analysis for the KAP study was handled by Census Bureau staff, and for the "Exposure" study, by the outside contractor.

The KAP study sought to assess the effects of the promotion campaign on knowledge of basic facts about, and attitudes toward the census, and on practices—whether householders returned their questionnaires by mail, as requested. The study reached conclusions about the effectiveness of the promotion program in meeting its four major goals:¹⁰

To notify the American people that a census was to be taken—

The campaign effectively made people aware that the census was coming. Both awareness of the census and reported exposure to the campaign increased significantly over its course in every population subgroup examined. Although the campaign effectively penetrated all types of households, however, it still appears that White and high-income households were more aware of the census as Census Day approached than non-White and low-income households. Levels of exposure in low-income households did not match those achieved in high-income households within any racial/ethnic group. Low-income Black households were least likely to be reached by the campaign, although there were large increases in awareness and exposure during the promotion campaign even for this group.

To inform the people how and why they were to be counted—

Knowledge of the basic facts of census-taking and of the purposes and uses of the census increased significantly over the course of the promotion campaign among low-income non-Whites, who were the least informed at the start of the campaign. There were no such gains in White or high-income households. Yet, even after substantial campaign activity, knowledge of some of the most basic issues of census-taking was still quite limited, and despite their gains, low-income and

⁹For more detail see the Fitzhugh report, pp. 90-114. The Vitt and Media Associates reports are reproduced in the Census Bureau's 1980 Census Preliminary Results Memorandum No. 17, "Vitt Media International Inc., and Media Associates, Inc., Reports on the 1980 Census Publicity Campaign," Sept. 9, 1981.

¹⁰Preliminary Evaluation Results Memorandum No. 31, "Evaluating the Public Information Campaign for the 1980 Census—Results of the KAP Survey," Jeffrey C. Moore, September 1982.

non-White respondents tended to be less knowledgeable than their high-income and White counterparts.

To foster favorable attitudes toward the census—There is little evidence that the promotion campaign had an important impact on public attitudes toward the census. Attitudes were highly favorable from the outset of the campaign among all segments of the population, and remained largely unchanged over the course of the campaign.

To elicit public cooperation in the census—The promotion campaign did appear to have increased mail response, primarily among the low-income and non-White households which were the campaign's key targets. Mail response seemed to have been influenced both by the sheer amount of exposure to the campaign, and by the campaign's ability to instruct people regarding the purpose of the census.

For a discussion of the design and methodology of the KAP study and a facsimile of the survey questionnaire, see Ch. 9, "Research, Evaluation, and Experimentation Program."